

USAID/Liberia

Annual Report

FY 2004

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Please Note:

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Related document information can be obtained from:
USAID Development Experience Clearinghouse
8403 Colesville Road, Suite 210
Silver Spring, MD 20910
Telephone: (301) 562-0641
Fax: (301) 588-7787
Email: docorder@dec.cdie.org
Internet: <http://www.dec.org>

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Liberia

Performance:

Background: On August 18, 2003, after the departure of President Charles Taylor from Liberia, the warring factions engaged in the 14 year civil war, signed an agreement in Accra, Ghana officially ending the conflict and laying the groundwork for peace. The Accra Accords and the installation of the National Transition Government of Liberia (NTGL), on October 14, 2003 under the Chairmanship of Gyude Bryant, which will be in office until a new government is chosen in October, 2005 elections, offer the best solution for the way forward. On September 19, 2003, the United Nations Security Council voted to establish a peace-keeping force for Liberia consisting of approximately 15,000 troops. The UN Mission in Liberia (UNMIL) will also include approximately 1,100 police officers along with a civilian component. UNMIL established authority on October 1. The implementation of the initial steps outlined in the Accra Accords, the mobilization of peacekeeping forces, the commitment of the international community, and the demonstration of popular sentiment that "enough is enough" all suggest that there is significant momentum for peace. In particular, the allocation of \$450 million by the U.S. Congress demonstrates the commitment of the U.S. Government in assisting the transition out of conflict. Peace and stability are the essential first steps in the creation of a new Liberia.

Liberia is widely seen as one of Africa's preeminent "failed states" in which the central government ceased to provide essential security and services. Liberia's has been the trauma of a country that in effect collapsed, resulting in the massive displacement of the population both within the country and to neighboring countries. It is a crisis that affected the entire civilian population, with the greatest weight of the disaster bearing on the children. For the past 14 years, armed factions have contested the future of the country, resulting in a situation where power devolved into the hands of petty criminals and warlords. All national institutions have been destroyed or so neglected that they are not useable.

The fluid security situation in Liberia has produced the following conditions which will have to be addressed if progress is to be made:

- i. Unemployed and mostly illiterate combatants, many of them youths, carry out acts of horror and brutality with impunity;
- ii. In the absence of industry or a viable civil service, the population is drawn to the illegal exploitation of natural resources.
- iii. Militarized communities become pawns for political actors ready to capitalize on ethnic and regional differences;
- iv. There is a large supply of small arms in a hostile environment in which access to weapons becomes a guaranteed source of income;
- v. Increasing disregard for human life is reflected in the rise in the number and degree of brutal acts of torture, rape, harassment and execution perpetrated against civilians, including women and children, by state and non-state establishments;
- vi. The destruction of basic infrastructure and services increases the level of reconstruction needed for the resettlement of displaced persons and refugees and for the restoration of traditional economic activities such as trade and agriculture.

U.S. Interests and Goals: Liberia has been a destabilizing force in West Africa and could continue to destabilize the region if positive action is not taken. The departure of Charles Taylor and the adoption of the Accra Accords provide the first real chance in years to address the burning socio-economic factors feeding conflict in Liberia and West Africa. In the next two years, stability has to be brought to Liberia. This will require the following: 1) the presence of thousands of UNMIL soldiers and police; 2) the restructuring of the Armed Forces of Liberia and the reform of the Police; 3) the disarmament,

demobilization, rehabilitation and reintegration of approximately 50,000 combatants; 4) repatriation, reintegration, rehabilitation and reconstruction for 700,000 internally dispersed people and refugees; 5) organization of free and fair elections; 6) re-establishment of basic government services. This two year period must lay the foundations for the long-term development of a new Liberia. Sustainable development can only be achieved through the development of democratic institutions and the guarantee of human rights for all Liberians. This will include the rule of law and the enforcement of limits on the absolute power of the State. A key objective is the economic recovery of the Liberian economy, including sound economic policies to foster investment and sustainable development. Another essential element will be the development of programs to reform the education sector to provide at least primary school education opportunities for those who want them, with a particular focus on girls and women's education. USAID intends to provide resources to successfully reintegrate ex-combatants back into communities, through social and economic reintegration programs, as well as providing opportunities for IDPs and refugees to return to their homes and begin useful lives. USAID resources will also help establish the rule of law and provide for the resumption of judicial functions as well as the development of a longer-term roadmap for reform of the legal system. Finally, USAID, in coordination with the World Bank and the IMF, intends to address key economic governance issues and assist in the development of essential financial management and reporting systems so that government can begin to function once again. USAID will continue to be a leader in civil society development and to work with grass roots organizations and communities to foster peace, better education and health and economic livelihoods. Widespread illiteracy is another important problem that must not be overlooked. Liberia should be included in the President's African Education Initiative, with a goal of doubling the literacy rate, particularly of women, in a decade.

With the signing of the Peace Accords, the Liberian paradigm has changed. To support the Peace Accords, the Liberia Mission is recommending a new special objective - Community Revitalization - which would address immediate needs and facilitate reintegration. This new special objective would supplement the three active special objectives in health, food security, and democracy and governance. Program activities will be community-based in support of the reintegration of ex-combatants, returnees, and other war affected persons in both urban and rural areas. In order to achieve the objective of community revitalization and reintegration, USAID would undertake activities to pursue the following three intermediate results: 1) Peace and reconciliation sustained: Social and political conditions exist at community level to facilitate peaceful reintegration and rehabilitation; 2) Economic Reintegration: Economic conditions exist at community level to facilitate reintegration and rehabilitation of infrastructure; 3) Increased learning opportunities for children and youth.

The peaceful return of ex-combatants to their homes will be aided by organizations that are involved in community reconciliation and counseling. Social reintegration will be advanced through community development activities that help people to rebuild their lives and assume normal roles in society, building individual and community skills and cohesion. Labor-intensive public works projects will construct or repair roads, water systems, schools and clinics. Such activities will be linked to practical skills training and assistance to micro-enterprises in order to create opportunities for people to abandon violence and earn an honest living. Education and training will be greatly expanded through the establishment of formal and non-formal learning programs. Former fighters will be given the chance to participate in accelerated learning programs and vocational training. The reopening of public schools may also be supported through the supply of textbooks and teacher training.

Coordinated Donor Response: In order to respond to the crisis, the heads of various donor agencies and the NTGL have begun the process of coordination and preparation for the Donor's Conference scheduled for February, 2004. This has resulted in a draft matrix geared toward achieving results over the next two years and designed to delineate roles, responsibilities and sequencing of donor assistance.

The prioritized areas are as follows:

- i. Security (including UNMIL deployment and armed forces restructuring)
- ii. Disarmament, demobilization, rehabilitation and reintegration of approximately 50-60,000 combatants.
- iii. Repatriation, reintegration, rehabilitation and reconstruction for approximately 700,000 Liberian

refugees and internally displaced people.

iv. Good governance and democratic development (including building democratic institutions, the establishment of a governance reform commission, judicial reform, police service reform, human rights protection, and the establishment of a truth and reconciliation commission).

v. Free and fair elections

vi. Basic services (community water, sanitation, health and nutrition, education and HIV/AIDS)

vii. Restoration of productive capacity (livelihoods, employment, community-driven development, private sector development)

viii. Infrastructure (urban water, sanitation, power, roads, airports, telecommunications)

ix. Economic policy and development strategy(budget, financial management, procurement, auditing, forestry policy, mining policy, establishment of a monopolies commission, investment climate, and banking and finance).

Challenges: The principle challenge of Liberia and the donor community will be to establish security, peace and social and economic reconstruction in the medium term, and to lay the groundwork for longer-term development. The World Bank has demonstrated that nations that come out of conflict are four times more likely to experience conflict again within ten years. To keep serious conflict from re-occurring in Liberia will require a concerted effort principally by Liberians and their neighbors, with appropriate support from the donor community, to address the principle causes of conflict and to develop the new Liberia into a country that promotes equality and opportunity for all its citizens.

Key Achievements: FY 2002 was a year of consolidation, as declining budgets forced USAID to eliminate several of its programs and make appropriate modifications to focus more on results rather than activities. This consolidation continued into FY 2003, as amended Performance Monitoring Plans were developed for each of our SpOs. In FY 2003, hostilities escalated as the LURD and MODEL insurgencies captured most of Liberia and in June brought the war to Monrovia. All USAID programs were affected, as were those of other donors. Targets were not met, but a substantial amount of capacity building occurred, and several of our partners took part in humanitarian and relief activities. USAID programs are well positioned to continue once security is brought to Liberia.

1. Primary Health Care: Despite restrictions on access to most of the country, USAID continued to provide resources to support 47 rural health clinics serving a population of over 400,000. The quality of health services was improved by training seven hundred forty-six community health workers and traditional birth attendants, while methods for preventing common diseases were taught to 55,113 people in 500 community health education sessions. As a result of these efforts, traditional birth attendants were able to identify 550 high-risk pregnancies and refer the women to health centers, where the delivery could be performed with proper medical supervision. Immunizations were given to 12,115 children under one-year of age, representing 48% of the children in the project area. USAID reduced unwanted pregnancies and the transmission of HIV/AIDS by supplying the UN Family Planning Agency with more than 2.1 million condoms, which represented 60% of the total amount used by the Reproductive Health Program of Liberia, and provided 30,638 couple years of protection.

2. Food Security: The capacity of community based organizations to implement agricultural development programs was increased by intensive training in technical and managerial skills, resulting in the adoption of improved production technologies by many farmers. Radio programs were produced in English and local languages, publicizing the best methods for growing rice and cassava. Prior to the escalation of hostilities, USAID provided seeds, 11,737 tools and training in 242 communities, resulting in the cultivation of over 200 hectares of food crops. The relative effectiveness of the agricultural program was demonstrated by a survey which revealed that out of 2,244 farmers taught improved technologies (such as proper water control, and use of high-yielding planting material) in 2001, 1,734 (61%) continued to apply these technologies. After fighting caused large numbers of people to flee their homes, seeds, tools and training were supplied to 2,405 displaced farm families, permitting them to cultivate 34 tons of food crops.

3. Civil Society: As the program was reconfigured, it focused on refining its methodology and initiating start-up activities. Partnerships were established with 109 community based organizations and 12 non-

governmental organizations, which will help deliver social services and promote economic development. An innovative organizational capacities index has been developed to help identify needs and monitor progress. The assessment instrument has been applied to five NGOs and five community organizations. Other significant accomplishments were the establishment of 97 development and literacy committees, training of 189 facilitators and resource persons, signing of service delivery contracts with NGOs, and preparation of a trainer's manual.

Country Close and Graduation:

Not applicable

Results Framework

669-001 Successful Democratic Transition, Including Free and Fair Elections

669-002 Successful Transition From Relief to Recovery through a Community Reintegration Program

669-003 Increased Use of Essential Primary Health Care (PHC) Services Through Civil Society

SO Level Indicator(s):

CYP

DPT 3 Coverage

ORT Utilization Rate

TT 2+ Coverage for Pregnant Women

Use of Insecticide Treated Bed Nets

3.1 IR 3.1: Strengthened capacity of civil society to achieve sustainable primary health care delivery, including access, quality and demand of services

3.2 IR 3.2: Improved policy framework for primary health care service delivery in Liberia

3.3 IR 3.3: Increased availability of resources, including non-USAID resources for health sector development in Liberia

669-004 Increased Food Security In Targeted Areas

SO Level Indicator(s):

Increased Private Home Construction Using Manufactured Materials

4.1 Increased Production of Diverse Food Crops

4.2 Increased Economic Livelihood

669-005 Increased Role of Civil Society in Democratic Governance

SO Level Indicator(s):

Number of targeted LNGOs and CBOs sustaining social and economic development and peace building activities after CPBD phases out.

5.1 Civic organizations strengthened

5.2 Civic Action increased in targeted communities

5.3 Conflict management practices improved at community and cluster levels.

669-006 Community Revitalization and Reintegration